- Local governments and communities should share their preservation knowledge and avoid competing for the same resources.
- State agencies should abide by the Pennsylvania History Code.
- Amend the Municipalities Planning Code to clearly incorporate historic preservation language and an anti-sprawl policy.
- Support incentives for historic preservation, including tax credits for historic rehabilitation of commercial and residential properties.
- Use a carrot-and-stick approach to strengthen laws to protect archeological resources.

An Agenda for Action

The culmination of our public outreach targeted three main areas of concentrated effort, which have become the Plan's goals:

- Educate Pennsylvanians about our heritage and its value.
- Build better communities through preservation.
- Provide strong leadership at the state level.

The *Pennsylvania Historic Preservation Plan: A Gift to Pennsylvania* was published in December 1999, and has been widely distributed. Copies have been mailed to all state legislators, it has been distributed through statewide government associations, and is available in state libraries. The plan can also be accessed through the web at <www.phmc.state.pa.us>.

In the forthcoming years, the fulfillment of the Plan's goals will be a collaborative effort undertaken by state agencies, Preservation Pennsylvania, local governments, legislators, preservation organizations, historical societies, and all those concerned with the preservation of our cultural heritage and economic well being.

Michel R. Lefevre is the Coordinator of Community Preservation for the Pennsylvania Historical and Museum Commission (PHMC), where he administers the Certified Local Government Program. He coordinated the development of the Pennsylvania Historic Preservation Plan.

Illustrations courtesy Pennsylvania Historical and Museum Commission.

Vincent R. Shigekuni

The Kaho`olawe Use Plan

Non-traditional Planning for Traditional Use

The island of Kaho`olawe is located in the Hawaiian island chain just southwest of the island of Maui. It is one of the eight major islands of Hawai`i, but unlike most, it has experienced limited development. The island was used in the 1800s to early 1900s for the ranching of sheep, cattle, and goats. With the outset of World War II, the United States military took over all use of the island to train for air and sea attacks as well as to train for marine landings. During the military period, almost every type of ordnance, other than chemical and nuclear weapons, has been fired at, dropped on, or detonated on the island.

During the early years of the 1970s, a number of Hawaiian residents called for the halting of the bombing. In 1976, a small group of Native Hawaiians representing the Protect Kaho`olawe `Ohana illegally landed on the island in protest of the bombing. Several illegal landings on the island soon followed, gaining widespread support among both Native Hawaiians and non-Hawaiians.

Finally, in 1990, then President Bush ordered a temporary halt to all bombing and munitions training. This act is considered one of the first great successes of the modern Hawaiian rights movement. Three years later, the United States Congress returned the island of Kaho`olawe to Hawai`i under the Defense Appropriations Act of 1993. This legislation requires the U.S. Navy to complete an environmental remediation program in 10 years. Hawai`i designated the island and its surrounding waters to two miles out as the Kaho`olawe Island Reserve and restricted the use of the Island Reserve to:

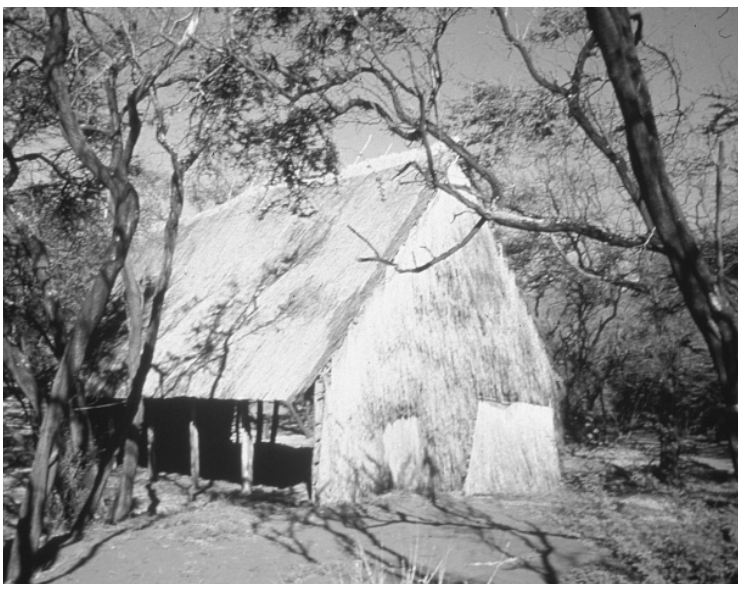
- preservation and practice of all rights customarily and traditionally exercised by Native Hawaiians for cultural, spiritual, and subsistence purposes;
- preservation and protection of its archeological, historical, and environmental resources;
- rehabilitation, revegetation, habitat restoration, and preservation; and
- education.

Commercial activities are prohibited. The Island Reserve will eventually be transferred to a sovereign Native Hawaiian entity when one is recognized by the U.S. and Hawai`i.

In 1994, a memorandum of understanding (MOU) between the U.S. Navy and Hawai`i was executed. This MOU created the Kaho`olawe Island Reserve Commission (KIRC), whose function is to oversee all agreements, plans, and protocols as they relate to the clean-up and restoration of Kaho`olawe and its surrounding waters and to the protection of its historical, cultural, and religious sites and artifacts, and access. The MOU called for the preparation of a Use Plan that would guide the eventual clean-up of the island.

The clean-up and restoration of Kaho`olawe and its surrounding waters, to correct the damage done by the ranching and military use, are also the first priority of the KIRC. To facilitate the U.S. Navy's clean-up and restoration, the KIRC contracted with PBR HAWAII in 1995 to assist in the preparation of the Kaho`olawe Use Plan in accordance with the MOU. The U.S. Navy will use this Plan to prepare their Clean-Up Plan and initiate clean-up and restoration activities on the island and in its surrounding waters.

A hale *built of native materials and of traditional construction in Hakiowa (northeast shoreline).*



Objectives of the Use Plan

The objectives of the Kaho`olawe Use Plan were to:

- provide an overall vision and identify appropriate uses and specific activities consistent with that vision;
- identify what specific areas of the island are to be used for what purposes and to describe these in detail identifying all facilities and infrastructure requirements; and
- transmit this plan to the U.S. Navy for its use in developing its Clean-Up Plan for the island.

Planning Process

The KIRC worked closely with PBR HAWAII to ensure that this Use Plan reflects the appropriate vision and values for the island and its surrounding waters. Hawaiian culture and its *aloha `āina* (love for the land) philosophy is the basis of this effort.

The majority of uses and activities in this plan evolved from discussions with focus groups organized specifically to address the areas of archeology, education, ocean/cultural uses, expanded cultural uses, and environmental/habitat restoration. Participants included Native Hawaiian cultural experts and practitioners, environmental and archeological experts, representatives from relevant government agencies, members of the Protect Kaho`olawe `Ohana, and other KIRC consultants.

In addition, this plan incorporates many of the past uses and practices on the island as identified in research and planning efforts of the federally appointed Kaho`olawe Island Conveyance Commission, the Hawai`i Office of State Planning, and the County of Maui. Site visits to the island were also conducted by the KIRC and PBR HAWAII to spot-check the appropriateness of uses and activities identified in this plan.

Vision Statement

Workshops were conducted with the KIRC and others to develop a Vision Statement to guide the plan. The resulting Vision Statement is as follows:

- The *kino* [body] of Kanaloa [major Hawaiian deity for which Kaho`olawe Island is named] is restored. Forests and shrub lands of native plants and other biota clothe its slopes and valleys. Pristine ocean waters and healthy reef ecosystems are the foundation that supports and surrounds the island.

- *Nā po`e* Hawai`i [The people of Hawai`i] care for the land in a manner which recognizes the island and ocean of Kanaloa as a living spiritual entity. Kanaloa is a *pu`uhonua* [place of refuge or sanctuary] and *wahi pana* [special place] where Native Hawaiian cultural practices flourish.
- The *piko* [center] of Kanaloa is the crossroads of past and future generations from which the Native Hawaiian lifestyle spreads throughout the islands.

This Vision Statement is the expression of the KIRC's desires for the long-term, future restored condition of the environment and ecosystems of the Kaho`olawe Island Reserve, for the continuing involvement of the people of Hawai`i in caring for the island, and for how Kaho`olawe can help in the spread of indigenous Hawaiian culture and its perpetuation to future generations.

Guiding Principles of Land Use

A set of non-traditional guiding principles was developed to provide a framework for identifying specific uses and activities deemed appropriate for the island. These provide a traditional Hawaiian view of themes such as land ownership/stewardship, land division, and resource management. The guiding principles are as follows:

- *`Ike Pāpālua* (Learn from the land, the ocean, and the experience and knowledge of Hawaiian ancestors who originally settled the island.)
- *Ka `Āina, Ke Kai A Me Ka Lewa* (Recognize that the land, the ocean, and the air are interconnected elements.)
- *Ka Wai* (Availability of fresh water is the most important factor in planning for land uses.)
- *`Ili Concept* (Use the ancient Hawaiian method of land division for planning. Divide the island into pie-shaped sections so that each section (or *`ili*) extends from the central mountain to the ocean, similar to watershed boundaries. This concept recognizes that upland conditions and activities may affect shoreline conditions and activities, and vice versa.)
- *Ho`olohe I Nā Kūpuna/Ho`olohe I Ka `Āina* (Gain guidance on present and future uses through chants, place names, archeological and historical records, past residents, ancestors, and the land itself.)
- *Aloha `Āina* (Stewardship, conservation, and love for the land.)
- *Ho`Ōla Hou* (Environmental restoration.)
- *E Ho`omālamalama Hou Ana Ka Mauli Ola* (Cultural restoration.)

Existing Conditions

Topography. Kaho`olawe is approximately 11 miles long and 7 miles wide and consists of approximately 28,800 acres. The highest point on the island is 1,477 feet above sea level. The southern and eastern coastlines of the island are characterized by steep sea cliffs, while the north and western coasts are more gently sloping ridges with bays and beaches.

Fresh Water. Kaho`olawe lies in the lee of Haleakalā, and as a result, rainfall is generally limited to occasional heavy showers that occur during periods of southerly winds. Currently, all of the potable water for the island comes from man-made rainwater catchment systems, desalinization plants, or is brought onto the island.

Flora. More than 80% of the land on Kaho`olawe is characterized by hardpan, barren soil, and/or alien vegetation. The small remaining area of the island, mostly in the western coastal areas, contain the majority of the native vegetation. Nevertheless, Kaho`olawe still holds a wealth of vegetation types, including 14 rare plants, a new genus, and five distinctive native terrestrial communities.

Fauna. The threatened green sea turtle, the endangered Hawaiian monk seal, and the endangered Hawaiian hoary bat have been sighted on the island. In addition, owls and seabirds, such as red-tailed tropic birds and brown boobies, nest on the island. The offshore areas around Kaho`olawe are also important habitats for endangered humpback whales and indigenous Spinner dolphins. In addition, three distinctive native aquatic communities have been identified on Kaho`olawe.

Cultural and Historical Sites. The entire island is a historic district listed on the National Register of Historic Places. Numerous ancient sites such as fishing shrines, inland shrines, larger temple structures, habitation, and activity areas have been identified during archeological surveys. The majority of coastal sites and shrines are located on the island's northern shore. Some *heiau* (temples) and shrines have been rededicated for ongoing religious practices. In addition, new cultural sites, such as a platform of remembrance for the ancestors, have been built and dedicated. A number of historical sites asso-

ciated with old ranching activities, including stone walls, cisterns, artifacts, house foundations, and a road network can be found in the north.

Infrastructure. Existing improvements currently being used are eroding dirt roads and trails, the former U.S. Navy camp on the west shore, and a camp on the northeast shore established by Protect Kaho`olawe `Ohana.

Unexploded Ordnance. Both practice (inert) and service (live) ordnance was used on Kaho'olawe. Future uses of the island will long be affected by the decades of military bombing, training exercises, and occupation of the island.

Erosion. Introduced cattle, sheep, and goats that were left free to roam the island for many years destroyed much of the vegetation and caused catastrophic soil erosion. In addition, military activities such as bombing, road cutting, and burning worsened the level of destruction.

Wind. The Hawaiian island chain is subject to constant northeasterly trade winds for most of the year. Funneled by the land masses of Haleakalā Mountain on Maui and Hawai`i island, these easterly winds blow strongly across the island, exacerbating wind erosion on the eastern side and along the crest of the island.

Uses and Anticipated Activities

The development of new land use categories was necessary to reflect the unique conditions of the island and the cultural uses envisioned. Through workshops and discussions, the following use categories were created and defined:

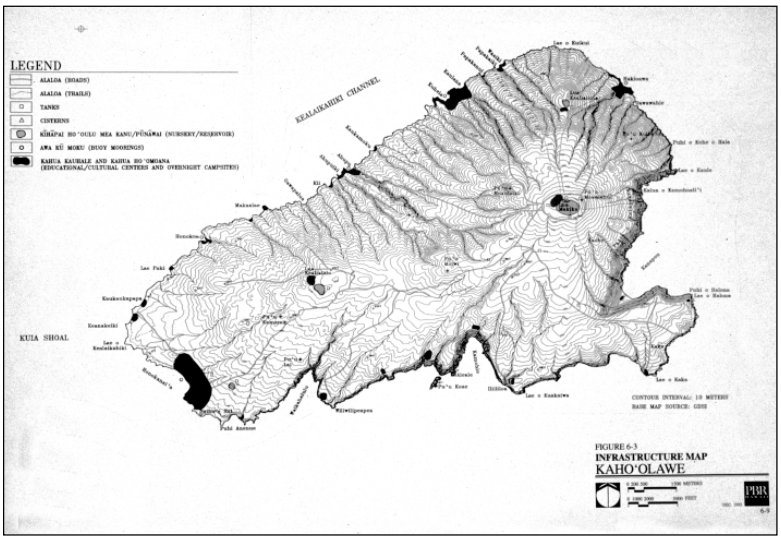
- *Kahua Kauhale* (Educational and Cultural Centers/Work Camps)
- *Kahua Ho`omoana* (Overnight Campsites)
- *Ho`Ōla Hou* (Revegetation/Soil Stabilization Areas)
- *Kula* (Open Lands)
- *Kahua Kahiko* (Cultural/Historical Preserves)
- *Nā Mea Kanu/Nā Holoholona A Me Na I`a* (Botanical/Wildlife Preserves)
- *Alaloa* (Roads and Trails)
- *Kīhāpai Ho`oulu Mea Kanu/Pūnāwai* (Nurseries/Reservoirs)

***Kahua Kauhale* (Educational and Cultural Centers/Work Camps).** In order to support larger groups for island orientation, longer-term visits for apprenticeship or project specific uses, and work groups for restoration activities, it is proposed that educational and cultural centers be established in four bay areas and one inland area. These centers would each have local sources of water via catchment, well, or desalinization techniques. A shoreline and *mauka-makai* (mountain to sea) trail system would connect these centers to each other and to other parts of the island. A permanent buoy mooring would be placed in each of the above-mentioned bays to afford safe access. These centers will have a permanent house and related facilities where the steward of the land and cultural master could reside with his or her family and where students, apprentices, restoration teams, and other visitors would spend most of their nights.

***Kahua Ho`omoana* (Overnight Campsites).** Overnight campsites, like cultural and educational centers, are to be used for cultural, educational, and restoration purposes, but with lesser improvements. In general, overnight campsites are designated to provide good resting places in between shoreline destinations or between coastal and upland destinations. Overnight campsites also provide remote and unimproved areas for smaller groups and more intensive subsistence experiences. Many overnight campsites will have no facilities and some will include minimal facilities.

***Ho`Ōla Hou* (Revegetation/Soil Stabilization Areas).** The importance of restoration of the island cannot be overemphasized. Restoration of the island to the condition described in the vision statement is basically fourfold: control of erosion, revegetation, enhancing water table recharges, and replacing exotic plants with native species. Projects would include stream diversions, settling ponds, check dams, down slope reservoirs, terracing, climatological monitoring stations, irrigation, and extensive planting of native grasses, vines, shrubs, and trees.

Koa *or Fishing Shrine near Lae Paki on the northwest shoreline of the island, with Lanai Island in the background.*



Kaho`olawe Infrastructure Plan map, showing locations of proposed educational/cultural centers and overnight campsites.

Kula (Open Lands). The open lands cover the majority of the island and will have limited public access and lower intensity human use. Traditional crops that were once cultivated on the upland slopes of the island include sweet potato and sugar cane. The type of crops to be cultivated in the future should be determined according to viability, use, compatibility with restoration, and water availability.

Nā Mea Kanu/Nā Holoholona A Me Nā I`a **(Botanical/Wildlife Preserves).** Preserves are designated for the protection of rare native plants and wildlife habitats. These designated areas are those in which biological and botanical surveys have found notable species, unique ecosystems, and/or sites that provide good opportunities for cultivating native species. These places should be actively protected from destructive human disturbance, fire, and invasive flora and fauna.

Kahua Kahiko **(Cultural/Historical Preserves).** A significant number of archeological studies conducted on the island between 1976 and 1980 identified more than 500 sites. The entire island is listed on the National Register of Historic Places. Initially, all cultural sites should be identified, accurately surveyed on a map, and protected by a physical buffer of 10 feet. In the future, cultural and educational experts will specify exact sites for use and/or preservation. The Use Plan also designates a large portion of one *`ili* as a cultural preserve. The designation would allow future generations of Hawaiians to experience first-hand, the unaltered places of their ancient ancestors and facilitate an intimate connection between the generations. Within this preserve, human activity would be controlled. No improvements should be made except for site protection and restoration purposes.

Kīhāpai Ho`oulu Mea Kanu/Puñawai **(Nurseries/Reservoirs).** Natural water collecting and storage areas in the uplands have been identified and designated as reservoir areas. These areas are also good sites for plant nurseries that are needed to help make the revegetation efforts more efficient.

Alaloa **(Roads and Trails).** Physical linkages between places on and around the island are important to integrating the island as a whole. The connection of different levels—shoreline, uplands, mountain—and of different uses and activities requires cleared roads, trails, and access routes, in an integrated island-wide system. An island-circling trail along the shoreline and the coastal cliffs is recommended for access to fishing areas, subsistence gathering areas, shrines, coastal villages, nurseries, etc.

Update

As intended, the Kaho`olawe Use Plan served as a basis for the U.S. Navy's Clean-Up Plan, and ordnance detection and disposal are currently underway. Many Native Hawaiians and other residents of Hawai`i are anticipating the day when Kaho`olawe will again be safe enough to undergo restoration and to be accessible to visit its many cultural sites.

Note

Command, Bobby. "Outstanding Planning in Cultural and Environmental Restoration: Kaho`olawe Use Plan." *Planning* 63:4 (April 1997): 12-13.

Vincent R. Shigekuni is Senior Associate, PBR HAWAII, Honolulu, Hawaii.

Photos courtesy PBR HAWAII.

For More Information

Kaho`olawe Island Reserve Commission web site <www.state.hi.us/kirc/main/home.htm>.